

FPD

COMMUNITY DEVELOPMENT ELEMENT

Lemon Grove General Plan

Community Development Element

INTRODUCTION

Implementing the Vision

The Vision for the Future represents our hopes and desires for Lemon Grove. We embrace our small town feeling and heritage, and desire opportunities for all people to participate in the rich community life. Our envisioned future City offers enriched urban and cultural amenities while enhancing and beautifying the neighborhoods, our collective foundation. Prosperous businesses contribute to this vital community. The Community Development Element, which establishes direction for new development, economic advancement and aesthetic renewal, shows how to achieve this Vision.

Purpose

State planning law requires California cities to adopt specific elements in their general plans. The Lemon Grove Community Development Element fulfills the state requirements for the land use element, as defined in Section 65302(a) of the Government Code. The land use element must identify the proposed distribution and intensity of housing, businesses, industry, open space, natural resources and public facilities. The element serves as the central framework for the entire General Plan in that the objectives, policies, maps and plans directly relate to the other elements. Section 65303 of the Government Code permits general plans to address additional topics that relate to the physical development of a city. Pursuant to this provision, the Community Development Element addresses economic development and community design/aesthetics in addition to land use.

Scope

"The Community Development Element focuses on land use and economic development, community design and aesthetics."

The Community Development Element focuses on land use and economic development, community design and aesthetics. The Vision for the Future is closely tied to the type and location of land uses in the City. Almost all of the City is developed, and achieving the community's goals requires long-term redevelopment in specific locations, particularly the traditional downtown and Broadway commercial corridor. Sufficient land must be assigned for commercial and manufacturing enterprises, considering business needs such as freeway access and customer populations. Alternatively, some goals involve preserving certain areas such as the established neighborhoods. The element also addresses the visual attractiveness of Lemon Grove, including enhancing aesthetic experiences



First through fourth grades, Lemon Grove Grammar School, 1908. Photo courtesy of Lemon Grove Historical Society.

"The Community Development Element is organized in three sections:
1) Introduction,
2) Objectives and Policies and 3) Plan."

upon arriving and traveling through the community. The architecture of new development can help reinforce the image articulated in the Vision.

The Community Development Element is organized into three sections: 1) Introduction, 2) Objectives and Policies and 3) Plan. This Introduction explains the relationship between the element and the *General Plan* Vision for the Future, state planning requirements, and related plans and programs. In the section entitled Objectives and Policies, community development issues are summarized and then objectives and policies addressing the issues follow. An *objective* represents the desired end point or goal while a *policy* signifies a broad, general rule or course of action to achieve the objective. All of the goals and objectives are extensions of the Vision for the Future.

The Community Development Plan - the final section of the element - directly builds on the objectives and policies. The plan describes the framework for implementing the objectives and policies and summarizes the steps to revitalize, enhance and beautify the community and ultimately realize the Vision for the Future. Specific implementation measures for the Community Development Element are provided in the *General Plan*

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Implementation Manual. All of the objectives and policies in this element are directly represented by one or more implementation measures.

Related Plans and Programs

"...all other [City] planning documents...must conform to the General Plan policies and programs."

California Planning Law

The State of California provides a legal framework within which a city must exercise its land use functions. The California Government Code contains requirements for establishing planning agencies, commissions and departments; adoption of general plans, specific plans and zoning regulations; and processing subdivisions. The general plan is a city's master planning document and all other planning documents - such as zoning ordinances and specific plans - must conform to the general plan policies and programs.

California Environmental Quality Act

The California Environmental Quality Act (CEQA) of 1970 requires thorough analysis of the environmental impacts of proposed development, infrastructure and planning projects. Prior to approving a project, the CEQA process requires assessing the potential environmental impacts and identifying mitigation measures to reduce the impacts to acceptable levels. The required environmental review process plays a major role in processing and considering development proposals. In Lemon Grove, CEQA is an effective planning tool to analyze proposals and minimize community impacts.

SANDAG Series 8 Regional Growth Projections

The San Diego Association of Governments (SANDAG) prepares growth forecasts for San Diego County. The most recent forecast, called Series 8, was finalized in 1995 and estimates population and residential growth out to 2015. Series 8 indicates that the Lemon Grove population will increase by approximately 25 percent between 1990 and 2015, reaching approximately 29,697 persons. In comparison, the overall population in San Diego County is expected to increase about 53 percent during the same time period. Series 8 shows that housing in Lemon Grove will increase by approximately 20 percent, from 8,638 to 10,374 units. Because almost the entire City is developed, almost all new residential development will consist of apartments and condominiums according to Series 8. Housing in San Diego County should increase by 52 percent between 1990 and 2015. The Series 8 projections for Lemon Grove are largely based on the existing development policies in the 1980 *Lemon Grove General Plan* and regional growth trends. Table CD-2 located

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later in the Community Development Element provides growth estimates based on the updated draft *General Plan*.

SANDAG Regional Growth Management Strategy

The *Regional Growth Management Strategy* was adopted by the San Diego Association of Governments Board in 1993. The strategy was mandated by the voters through Proposition C, the Regional Planning and Growth Control Initiative. The strategy takes a "quality of life" approach to growth management, establishing standards, objectives and policies related to nine quality of life factors: air quality, transportation/congestion management, water, sewage disposal, sensitive lands/open space, solid waste management, hazardous waste management, housing and economic prosperity. Through a joint powers agreement, the local cities including Lemon Grove agreed to certify the consistency of their general plans with the *Regional Growth Management Strategy*.

SANDAG Land Use Distribution Element

In 1995, the SANDAG Board approved the *Land Use Distribution Element*, a component of the *Regional Growth Management Strategy*. The element links the location, intensity and design of urban communities with the regional transportation system. New office, residential and commercial development should focus around rail transit stations and major bus corridors. These mixed use centers will allow residents to travel more by transit, walking and bicycling. The land use recommendations are intended to reduce traffic congestion and thereby improve air quality conditions. Additional benefits include retaining more regional open space for recreation and natural habitat.

1980 Lemon Grove General Plan

The first *Lemon Grove General Plan* was adopted in 1980 following incorporation of the City in 1977. The General Plan Map designates the types and densities/intensities of permitted land uses in addition to a circulation network. The land use designations generally reflect the existing development pattern with the exception of residential densification in the Central Avenue area. Because most of the City was developed when the plan was prepared, a system of Special Treatment Areas (STAs) was established to identify areas with significant development or redevelopment potential. Policies for the STAs focused on the unique site characteristics and development opportunities.

"The first Lemon Grove General Plan was adopted in 1980 following incorporation of the City..."

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Lemon Grove Development Code

The City's *Development Code* was adopted in 1983 and contains the *Subdivision Ordinance*, *Zoning Ordinance* and *City-Wide Ordinances*.

Subdivision Ordinance. The *Subdivision Ordinance* applies when the owner of a parcel of land proposes its division into two or more smaller parcels. Subdivisions involving four or less parcels are subject to the Minor Subdivision regulations while subdivisions involving more than four parcels are regulated by the Major Subdivision regulations.

Zoning Ordinance. The City is divided into various zoning districts for the purpose of regulating development. Each zone corresponds to a section of the *Zoning Ordinance* that identifies permitted uses and uses subject to certain conditions and requiring a conditional use permit. The *Zoning Ordinance* also contains development regulations applied on a City-wide basis, such as requirements for off-street parking, landscaping, screening and yards. According to state planning law, the *Zoning Ordinance* must be consistent with the *General Plan*.

City-Wide Ordinances. The *City-Wide Ordinances* section contain various ordinances regulating specific aspects of land use in the City. Most of the ordinances apply to land development and actions requiring permits.

Lemon Grove Redevelopment Plan/Project Area

The California Community Redevelopment Law permits local jurisdictions to use tax increment financing to implement improvement projects and facilitate redevelopment in blighted areas (Health and Safety Code Section 33000 et. seq.). In 1986, the Lemon Grove Community Development Agency adopted a Project Area with a 40-year project life, expiring in 2026 (Figure CD-1). A *Redevelopment Plan* was simultaneously adopted, providing the Agency with a program to redevelop, rehabilitate and revitalize the Project Area. Development within the Project Area is regulated by the *Lemon Grove General Plan* and *Zoning Ordinance*. Major redevelopment projects implemented to date include the downtown facade enhancement program; downtown streetscape, parking and circulation improvements; and assistance in the development of large-scale retail centers and automobile dealerships.

"A *Redevelopment Plan* was adopted...to redevelop, rehabilitate and revitalize the Project Area."



Community Development Element

Legend

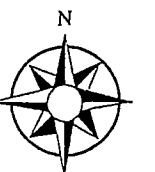


Project Area 1A



Project Area 1B

Source: Lemon Grove Community Development Agency, 1986.



1 inch = 2,000 feet

Base Map Legend

	Lemon Grove City Boundary
	Surrounding City Boundaries
	MTDB Trolley System
	Trolley Station

Source: RUIS

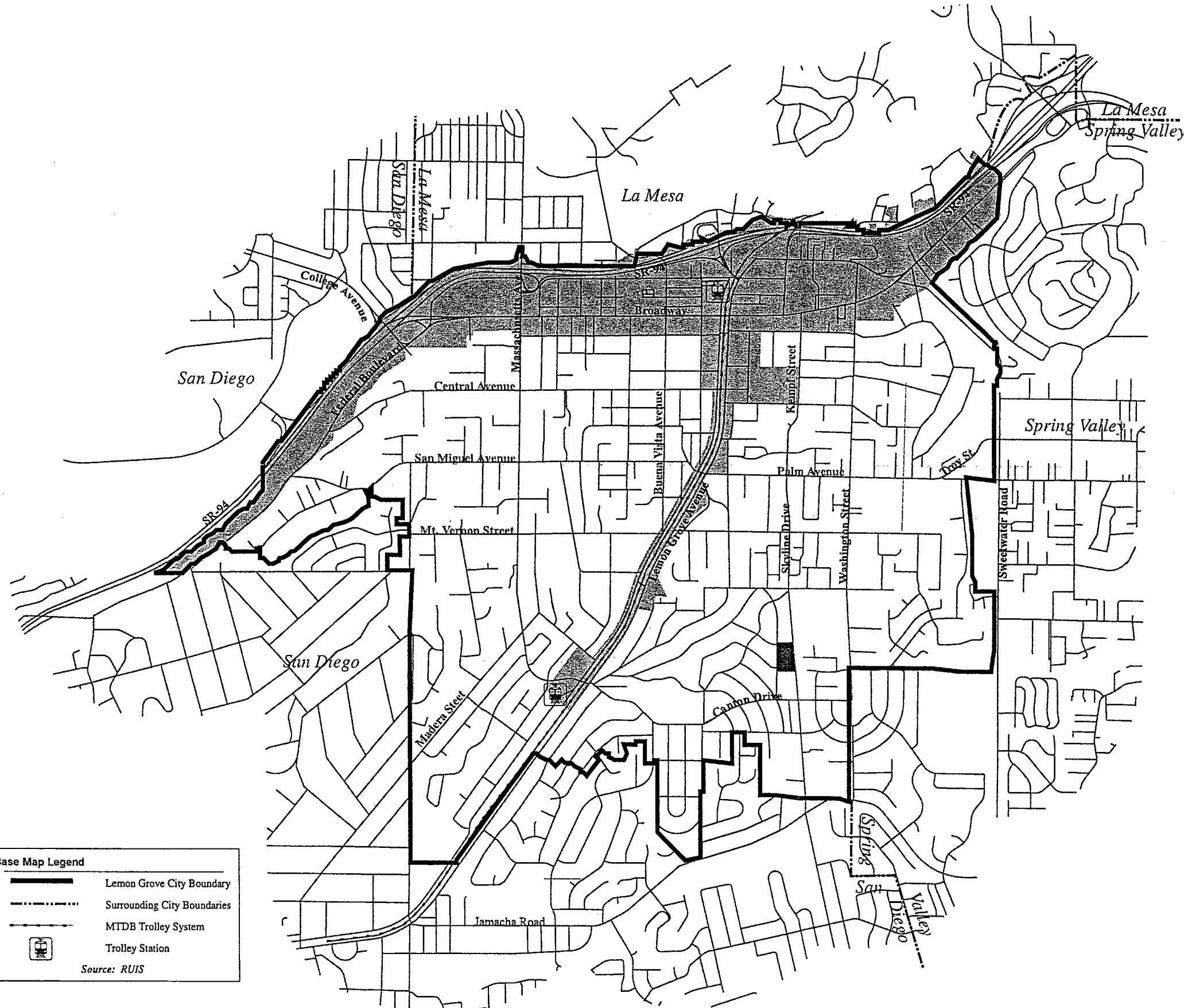
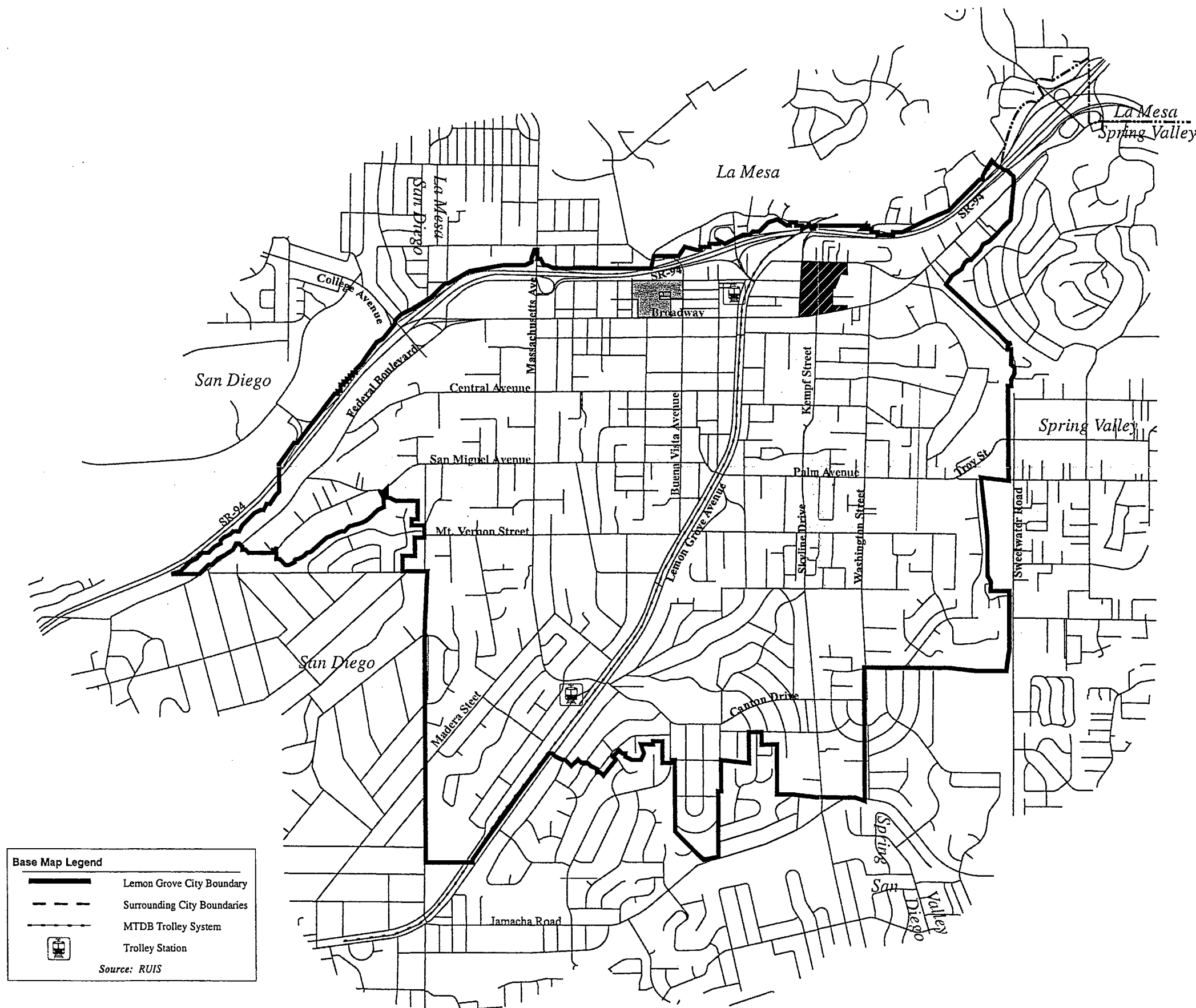


Figure CD-1
Redevelopment Project Area



Community Development Element



Base Map Legend

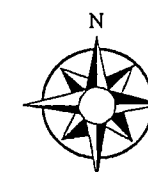
- Lemon Grove City Boundary
- Surrounding City Boundaries
- MTDB Trolley System
- Trolley Station

Source: RUIS

Legend

- Broadway Commercial Project Specific Plan Area
- Village Grove Specific Plan Area

Source: 1992 Broadway Commercial Project Specific Plan and 1987 Village Grove Specific Plan



1 inch = 2,000 feet

Figure CD-2
Existing Specific Plan Areas

Specific Plans

"...specific plans deal with unique planning conditions in a particular area."

Specific plans provide detailed development or redevelopment plans for larger project areas and are governed by Section 65450 of the California Government Code. Cities sometimes use specific plans to deal with unique planning conditions in a particular area. The only specific plans currently in effect in Lemon Grove are the *Village Grove Specific Plan* and the *Broadway Commercial Project Specific Plan* (Figure CD-2). The *Village Grove Specific Plan* permits medium/high density residential and commercial development in the northeast corner of the City, and the *Broadway Commercial Project Specific Plan* allows heavy commercial development in an area north of Broadway. Both specific plan areas have been fully developed with the exception of 4.1 acres of commercial development permitted under the *Village Grove Specific Plan*. According to state planning law, specific plans must be consistent with the *General Plan*.

SR-125 Freeway Construction Project

"The new freeway will...comprise Lemon Grove's eastern boundary..."

Caltrans has finalized the environmental documentation and approved the construction of the State Route 125 (SR-125) freeway project. The new freeway will generally follow the existing path of Sweetwater Road, and comprise Lemon Grove's eastern boundary once completed. In the area of the existing intersection of Sweetwater Road and Broadway, an elevated interchange reaching 80 to 100 feet above the existing grade will connect the SR-125 to the existing SR-94 freeway. A number of existing homes and property along the eastern boundary of the City will be purchased to complete the required freeway right-of-way. In the Final Environmental Impact Report for the project, mitigation programs are established to reduce the impact of the freeway on Lemon Grove. Freeway construction in the Lemon Grove area is scheduled to commence in mid-1998.

Community Development Element

OBJECTIVES AND POLICIES

Balanced Community

Lemon Grove has a well-established commercial corridor along Broadway, with a traditional, pedestrian-oriented downtown core. Pockets of light industrial uses and multi-family residential development also occur around Broadway. The remainder of the City consists of residential neighborhoods.

Objective 1.0: *A balanced community with pleasant neighborhoods, a vibrant downtown village and opportunities for economic development.*

Policy 1.1: Protect and enhance established neighborhoods.

Policy 1.2: Promote a lively, pedestrian-friendly downtown village with a mix of shops, offices, condominiums, apartments and public facilities served by a variety of transportation options.

Policy 1.3: Encourage redevelopment of the Broadway corridor with commercial uses that attract regional shoppers in addition to serving local residents.

Policy 1.4: Facilitate business development adjacent to the downtown village and Broadway commercial district.

Policy 1.5: Foster revitalization of the light industrial district along Federal Boulevard.

Policy 1.6: Plan for development compatible with the future SR-125 freeway.

Policy 1.7: Promote a healthy, family-oriented community through appropriate land use and development decisions.

New Housing

The City anticipates incremental population growth requiring limited amounts of new housing. New residences can enhance community aesthetics and revitalize declining areas.

OBJECTIVES AND POLICIES

Objective 2.0: *Housing to meet the existing and future needs of Lemon Grove residents.*

Policy 2.1: Promote quality single-family development that is compatible with the existing neighborhoods.

Policy 2.2: Focus new apartment and condominium development in the downtown village, next to the Massachusetts Avenue trolley station and in other emerging multiple-family areas while stabilizing the established neighborhoods.

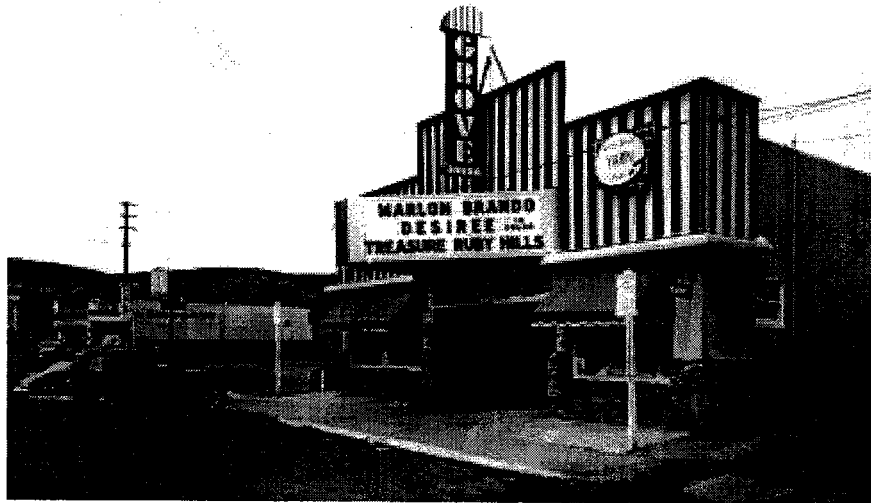
Policy 2.3: Require that new condominium and apartment development provides quality housing opportunities that uplift the visual quality of the surrounding area.

Policy 2.4: Continue to implement the Housing Element, and update as required by the State of California.

Policy 2.5: Work towards adequate housing opportunities for special needs groups such as female-headed households, large families, disabled persons, seniors and low income households.

Community Life

Residents desire centers for community life, where people can socialize and enjoy cultural activities. In earlier years, locals met at the country club, live theaters, restaurants and the library. Schools and churches



Grove Theater, southeast of Lemon Grove Avenue and Lester Avenue, circa 1955. Photo courtesy of Lemon Grove Historical Society.

also served as community focal points. Due to shifting economic and development trends in the San Diego region, many of these historic hubs of community life have been diminished.

Objective 3.0: *Public facilities and entertainment opportunities centralized in the heart of the community.*

Policy 3.1: Adjacent to the downtown village, consider establishing a civic center with the library, City Hall, museum, performance space, park, plaza, and/or other public amenities.

Policy 3.2: Pursue new local entertainment opportunities.

Policy 3.3: Hold public events to inspire community pride and strengthen the image of Lemon Grove to outsiders.

Policy 3.4: Regularly inform residents and business owners about community programs and events.

**Economic
Development**

Diverse business interests are present in the City, and the light industrial and retail sectors have expanded in recent years. As the eastern San Diego bedroom communities in the SR-94 corridor grow and develop, Lemon Grove businesses have the opportunity to capture some of the new demand for nearby office space, professional services and shopping.

Business Expansion

Objective 4.0: *Expansion of commercial enterprises, light industries and professional services.*

Policy 4.1: Promote Lemon Grove as a business and commercial hub to serve the SR-94 freeway corridor bedroom communities.

Policy 4.2: Expand shopping and entertainment opportunities through revitalization of the Broadway commercial district and the downtown village.

Policy 4.3: Cultivate small businesses.

Policy 4.4: Attract economic growth and increase property values by investing in public improvements throughout the City.

OBJECTIVES AND POLICIES

Policy 4.5: Continue ongoing communication with the business community to identify economic development constraints and opportunities.

Policy 4.6: Promote economic development that positively impacts community health and social justice in addition to job availability, economic revitalization and tax revenues.

**Community Design/
Aesthetics**

Lemon Grove retains a small town image that connotes friendliness, informality, pleasant living and safety. The "human-scale" of the community reinforces this image.

Objective 5.0: *Renewal of Lemon Grove's small town image and aesthetic qualities.*

Policy 5.1: Identify architectural themes for the downtown village and civic center that facilitate community interaction, pedestrian circulation, security and transit use.

Policy 5.2: Establish identifiable gateways and community boulevards evoking a sense of arrival.

Policy 5.3: Create an inviting City image from the SR-94 freeway.

Policy 5.4: Create and maintain attractive public areas that contribute to a scenic community.

Policy 5.5: Promote development that enhances and is compatible with the surrounding environs.

Policy 5.6: Consider the incorporation of art in public areas

**Interjurisdictional
Coordination**

Lemon Grove is an integral part of the greater San Diego metropolitan area. Many issues affecting the quality of life of local residents transcend jurisdictional boundaries, such as economic conditions, traffic, air quality, open space and population growth.

Objective 6.0: *Involvement in regional forums addressing environmental, development and economic issues.*

Community Development Element

OBJECTIVES AND POLICIES

Policy 6.1: Increase representation on regional boards and committees.

Policy 6.2: Monitor development in adjacent areas.

Policy 6.2: Consider adjusting the City boundaries to coincide with the Lemon Grove School District boundaries, natural features and the circulation network.

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